

**Commonwealth of Virginia Emergency Operations Plan
Emergency Support Function #5**

**Emergency Support Function – No. 5
EMERGENCY MANAGEMENT**

Primary Agency:

Virginia Department of Emergency
Management

Support Agencies:

- Department of Environmental Quality
- Department of Forestry
- Department of Military Affairs

VERT ESF Branch:

Command and Control Branch

Introduction

Purpose

Emergency Support Function (ESF) #5 – Emergency Management is responsible for supporting overall activities of the Commonwealth of Virginia for incident management. ESF #5 provides the core management and administrative functions in support of the Virginia Emergency Operations Center (VEOC) and associated field operations.

Scope

ESF #5 serves as the support ESF for all state agencies and supporting organizations across the spectrum of incident management from prevention to response and recovery. ESF #5 facilitates information flow in the pre-incident prevention phase in order to place assets on alert or to preposition assets for quick response. During the post-incident response phase, ESF #5 transitions and is responsible for support and planning functions. ESF #5 activities include those functions that are critical to support and facilitate multi-agency planning and coordination for all-hazards operations involving potential and actual threats or incidents. This includes alert and notification, staffing or staff augmentation, deployment of emergency response teams,

incident action planning, coordination of operations, logistics and material, direction and control and information management. To transition from response to recovery, ESF #14 coordinates assessment of damages and analysis of impact. If impact is severe, ESF #5 facilitates requests for Federal assistance and coordination of cost-shared recovery programs. Throughout an incident ESF # 7 coordinates resource acquisition and management to include allocation and tracking, worker safety and health, facilities management, financial management, and other support as required.

Mission

During normal operations, it is the mission of the Virginia Department of Emergency Management (VDEM) to establish an Emergency Operations Center (VEOC) from which the Governor, or his designee, can direct and control emergency operations statewide. Detailed procedures for VEOC operations must be developed and maintained, an ongoing training program must be provided for the VEOC staff, and adequate facilities and equipment must be provided. In time of emergency, the mission is (1) to provide a centralized state government direction and control operation,

Commonwealth of Virginia Emergency Operations Plan

Emergency Support Function #5

the VEOC, from which to coordinate the provision of guidance and assistance to local governments, and (2) to help the Governor, or his designee, to formulate policy, establish priorities, collect and analyze information, produce the required reports, and monitor the implementation of state and local emergency operations plans.

Policies

- ESF #5 is responsible for facilitating the establishment of the statewide support infrastructure within local governments and within regions in anticipation of requirements for prevention, response, and recovery operations.
- Resource allocation and taskings are coordinated through ESF #5 using the authorized mission assignment process and other procedures outlined in the Basic Plan and appropriate support annexes.
- ESF #5 staff identifies and resolves resource allocation issues identified in the VEOC or other command or operational sites.
- ESF #5 staff provides the informational link for VEOC operations and serves as the centralized conduit for the receipt and analysis of Local Situation Reports.
- State agencies participate in the incident action planning process coordinated by ESF #5.
- ESF #5 provides the personnel to staff key VERT positions.
- ESF #5 staff establishes required field facilities, supplies, and equipment to support state activities related to incident management. These facilities may include but are not limited to the Joint Information Center (JIC), mobilization centers, a Joint Field

Office (JFO) and Disaster Recovery Centers.

- ESF #5 staff supports the implementation of mutual aid agreements to ensure a seamless resource response to affected localities.
- ESF #5 maintains a workforce of trained and skilled reserve employees to provide surge capability to perform essential emergency management functions on short notice and for varied duration.

Concept of Operations

A. General

ESF #5 provides a trained and experienced staff to fill management positions in the Command, Operations, Planning, Logistics, and Finance and Administration Sections of the VERT response and recovery organization.

Organizational Structure: ESF #5 is organized in accordance with the National Incident Management System (NIMS) to provide support to the general staff functions described below:

Command Support: ESF #5 supports the command function by providing senior staff, incident action planning capabilities, information, administrative, logistics, and financial support functions for response and recovery.

Operations: VDEM provides staff for the Operations Section Chief and Operations Section Deputy Chief. The Chief coordinates the Human Services, Infrastructure Support, Emergency Services, and Operations Support Branches; processes requests for assistance; and initiates and manages the mission assignment.

Planning: ESF #5 provides the Planning Section Chief and directors for the Situation, Plans, Documentation and Technical

Commonwealth of Virginia Emergency Operations Plan

Emergency Support Function #5

Specialist branches. ESF #5 provides for the collection, evaluation, dissemination, and use of information regarding incident prevention, response and recovery actions and the status of resources. The Planning Section is responsible for the incident action planning process. This includes preparing and documenting incident priorities; establishing the operational period and tempo; and developing contingency, long-term, demobilization, and other plans related to the incident, as needed.

Logistics: ESF #5 provides staff for the Logistics Section Chief to manage the control and accountability of supplies and equipment; resource ordering; delivery of equipment, supplies, and services; resource tracking; facility location and operations; transportation coordination; and information technology systems services and other administrative services. The Logistics Section coordinates closely with ESF #7 – Resource Support and implements the Logistics Management Support Annex.

Finance/Administration: ESF #5 provides staff for the Finance and Administration Section Chief to monitor funding requirements and incident costs. The Finance/Administration Section is responsible for employee services, including security for personnel, facilities, and assets. The Finance/Administration Section implements the Financial Management Annex.

B. Specific

In addition to being the coordination center during emergency situations, the VEOC also serves as the 24-hour warning point for state government during routine operations. On a daily basis, it handles calls and requests for assistance for emergency responders to support hazardous materials incidents, search and rescue missions, and other day-to-day emergency situations. Whenever local governments have an emergency situation that is beyond their capability or

expertise, they can call the VEOC for assistance. A separately published SOP for Normal Operations is maintained for such normal or day-to-day operations.

The VEOC must respond quickly and effectively to developing events. When a potential or threatening emergency is first detected, increased readiness actions will be implemented, to include staff augmentation and daily status reports.

In the event of an emergency or major disaster situation, the VEOC will be fully staffed with pre-designated and trained personnel from other VDEM divisions, other state agencies and from voluntary and private-sector organizations. A “State EOC Procedures Manual for Emergency Operations” (EOC SOP) is published separately.

A VDEM regional coordinator, hazardous materials officer, or a (non-impacted) local emergency services coordinator, may be dispatched to any city or county threatened by or experiencing an emergency or major disaster. They will serve as a state/local liaison officer to the VEOC and will provide an ongoing assessment of the situation in that location.

The VDEM Mobile Command Post will be dispatched as needed for on-the-scene emergency operations or for communications purposes. See Communications Center SOP.

After the impact of a major disaster, if local government is unable to provide the needed situation reports and if critical needs are known to exist, the VEOC may deploy assessment teams to the impacted area. The teams will merge with federal assessment teams, if appropriate, and will be deployed via aircraft or land transport to assess immediate emergency services needs, human services needs (food, water, health/medical, housing) and essential infrastructure restoration needs (utility

Commonwealth of Virginia Emergency Operations Plan Emergency Support Function #5

systems, communications, and transportation). An assessment will be accomplished within 24 hours after the initial emergency to identify those emergency actions needed immediately to preserve life and property. Other state, local, and volunteer organizations will also provide support to accomplish this task.

In the event of a major disaster in Virginia, non-impacted cities and counties should also keep their EOC's in operation and help to maintain a statewide system for emergency operations, to include mutual aid and resource support.

If the emergency or major disaster is beyond the capabilities of the state to respond, ESF #5 will assist the Governor in preparing a request for federal assistance. The VEOC will contact FEMA Region III in Philadelphia to alert them that the Governor will be submitting a formal request for federal assistance. If FEMA personnel have already been deployed to the VEOC, they may expedite the coordination of the Governor's request.

As the operation progresses from the pre-incident phase through response and into recovery, ESF #5 continues to provide immediate, short-term, and long-term planning functions in coordination with the other ESFs engaged in the operation and with those who are operating under agency statutory authorities.

During recovery operations, the major activity will shift to a forward location near the impacted area in order to be more responsive to the immediate needs of the state and federal agencies working in direct support of local recovery needs. When this occurs, previously designated staff from VDEM and other state and volunteer agencies will deploy to the forward operating location that is usually located in the Joint Field Office (JFO). As the JFO staff assumes responsibility for recovery

operations, the VEOC staff will be scaled down accordingly.

In order to assure the operational capability of the State EOC, periodic tests and exercises will be conducted to test the validity of plans and procedures, to provide training for the VEOC staff, and to test the adequacy of facilities and equipment. An after-action report identifying specific corrective actions will be prepared after each exercise.

Responsibilities

Primary Agency: As the primary agency, VDEM:

1. Activates and convenes VDEM and statewide assets and capabilities to prevent and respond to the incident or hazard and coordinates local governments and other appropriate entities.
2. Coordinates planning activities including immediate, short-term, and long-range planning. The response planning and operations implementation priorities are developed, tracked, and implemented through ESF #5.
3. Coordinates reconnaissance operations, activation and deployment of assessment personnel or teams, and Geographic Information System (GIS) support needed for incident management.
4. Coordinates overall VERT, ESF and JFO staffing at appropriate facilities and identification of key personnel required to staff the Section Chief and other command staff positions.

Support Agencies

Support agencies' responsibilities and capabilities are outlined in the COV Basic Plan and ESF Annexes.

**Commonwealth of Virginia Emergency Operations Plan
Emergency Support Function #5**

Support agencies provide personnel to the VERT as requested, to assist ESF operations and provide reports to ESF #5. All agencies, as appropriate, identify staff liaisons or points of contact (POCs) to provide technical and subject-matter expertise, data, advice, and staff support for operations that fall within the domain of each agency. Support capabilities of other organizations may be used as required and available.

#

**Commonwealth of Virginia Emergency Operations Plan
Emergency Support Function #5**

Action Checklist

1. Routine Operations:

- a. Develop and maintain that part of the *Commonwealth of Virginia Emergency Operations Plan (COVEOP)* and a separately, published Virginia Emergency Operations Center (VEOC) Standard Operating Procedures (SOPs).
- b. Develop and maintain Standard Operating Procedures for recovery operations including joint Preliminary Damage Assessments (PDA), JFO operations and post-JFO recovery program activities.
- c. Provide an ongoing training program for the expanded VEOC response and JFO recovery staffs. Designated VEOC staff from VDEM and other state agencies will participate as requested.

2. Increased Readiness:

A natural or man-made disaster is threatening some part of the state.

a. Communications Watch Level

- (1) Alert the VERT Coordinator and other key VDEM personnel.
- (2) The VERT Coordinator will ensure the operational capability of the VEOC. Review VEOC staff augmentation assignments and procedures. Update them as needed in anticipation of this event escalating into a major emergency. Activate the Virginia Emergency Response Team (VERT) – Support Element (Logistics) based upon situation.

b. Initial Alert Level

- (1) Alert affected localities, VEOC staff, the State Coordinator of Emergency Management/State Coordinating Officer (SCO), state agencies, and volunteers as needed.
- (2) The State Coordinator, or his designee, will alert the Secretary of Public Safety as appropriate.
- (3) Develop a detailed staffing plan. Begin selective VERT augmentation as needed. Set up weather assessment and others as needed.
- (4) Review and finalize internal procedures for message handling, action tracking, reports-in and reports-out.
- (5) Establish communications with the National Weather Service, public utilities through the State Corporation Commission (SCC), the Transportation EOC (TEOC), and other sources of information as needed.
- (6) Implement record keeping of all expenses incurred due to this event.

c. Advanced Alert Level

- (1) Staff the VEOC for emergency operations in accordance with the staffing plan. Staff all major functions not staffed previously.
- (2) Brief local coordinators of Emergency Management via conference call or other means, as appropriate. Assure that appropriate preparedness actions are being taken. Begin to request the submission of a daily Situation Report.

Commonwealth of Virginia Emergency Operations Plan
Emergency Support Function #5

- (3) Begin to prepare daily State Situation Reports and continue through the Emergency Relief Phase.
- (4) Coordinate with FEMA and VSP to facilitate ERT-A deployment and set-up. Expand the VEOC to accommodate full staffing of the VERT and ESF interface.
- (5) Identify and alert members of functional emergency response teams and Field Assessment Teams to be on stand-by. Prepare to provide logistical support (transportation, cellular phones, etc.)
- (6) Call a meeting of all Branch Chiefs and Operations Officers. Review actions already taken and those, which need to be taken. Assure the completion of checklist items in each applicable part of the COVEOP.

3. Response Operations:

a. Mobilization Phase

Conditions continue to worsen requiring full-scale mitigation and preparedness activities.

- (1) Dispatch Regional Coordinators to local Emergency Operations Centers (EOCs) or to the disaster scene as appropriate.
- (2) Fully staff the Human Services, Emergency Services, Infrastructure and Support, and Emergency Management Branches to include the Logistics Branch, and influence the needed interface with federal ESF representatives.
- (3) Organize and brief Field Assessment Teams.
- (4) Prepare the VDEM mobile command post for deployment.
- (5) Provide information to the news media as appropriate.

b. Emergency Phase

Disaster strikes. An emergency response is required to save lives and protect property.

- (1) Maintain communications with the EOCs of impacted localities, with federal level and with surrounding jurisdictions as needed.
- (2) Provide assistance as needed.
- (3) Coordinate mission assignment and action tracking.

c. Emergency Relief Phase

Assistance is provided to affected individuals and organizations. Stopgap measures, e.g., temporary housing complexes and potable water are implemented in order to provide essential services. Preliminary damage assessment surveys are conducted. This phase ends when the locality is no longer in an official state of emergency.

- (1) Provide relief assistance as needed to restore essential services and care for displaced persons.
- (2) Deploy Field Assessment Teams as appropriate.
- (3) Complete an Initial Damage Assessment within 72 hours.

4. Recovery Operations:

Essential facilities and services are restored. Displaced persons return to their homes. Federal disaster assistance programs are implemented. "Normal" conditions are restored. Severely damaged structures are rebuilt or demolished and replaced. The damaged parts of the transportation, water, and communications infrastructure are replaced. The economy is

Commonwealth of Virginia Emergency Operations Plan
Emergency Support Function #5

restored. The duration of this period may extend for two years or more, depending upon the severity of the disaster.

a. Damage Assessment

1. Verify IDA damages in areas of greatest impact
2. Request FEMA to conduct joint federal-state Preliminary Damage Assessments
3. Evaluate damage reports in terms of eligibility for state and federal assistance programs. Insured costs or costs to non-eligible entities are not included.
4. Assist the Governor in requesting federal disaster assistance.

b. Recovery Transition

1. Coordinate with FEMA to establish a JFO near the impacted area(s).
2. Notify all VERT agencies of the recovery scope and their recovery responsibilities.
3. Brief all relevant state agencies and affiliated organizations on disaster-specific environmental, economic and/or social issues related to this event.

c. Recovery Phase

1. Coordinate with all local governments and officials in the impacted areas to ensure cooperation among local, state and federal programs and staffs.
2. Implement recovery programs to assist private citizens and businesses and communities impacted by the disaster.
3. Provide staff in accordance with state administrative plans for implementing the three major cost-share recovery programs authorized in *The Stafford Act*: Public Assistance, Other Needs Assistance and the Hazard Mitigation Grant Program. (See the Basic Plan, Appendix E)

#